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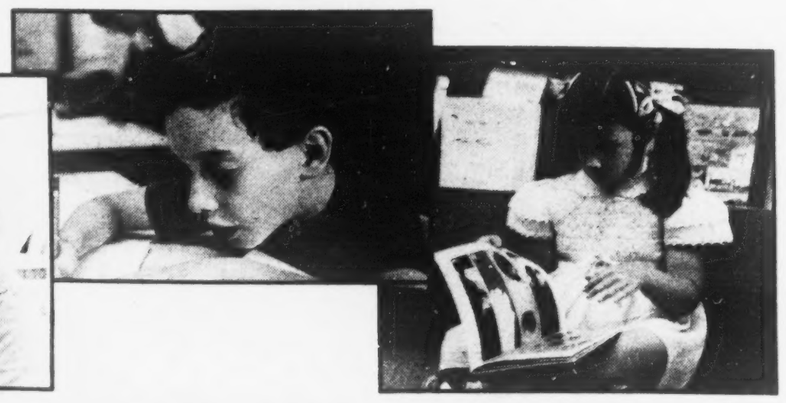
THIS WEEK'S FORUMS: PAGES 46 & 47

THE STATE OF ELEMENTARY EDUCATION

The current reform movement has virtually ignored the elementary grades, but now attention appears to be shifting downward to the years when the foundations are laid for all future learning. For a review of the issues and a roundtable discussion:

See Page 15.



EDUCATION WEEK

American Education's Newspaper of Record Volume V, Number 30 · April 16, 1986

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Oil and Education Budgets: It's Feast and Famine

In the Oil-Producing States, Aid to Schools Is Targeted

By J. R. Sirkin

In many states, it's an annual rite of spring.

School districts, bound by state law, notify teachers hired on renewable contracts that their services are no longer required, only to turn around and rehire them in the summer when revenue projections come into sharper focus.

In Tulsa, Okla., where the school board recently informed all 270 of its first- and second-year teachers to look elsewhere for employment, the same pattern may hold true, but there's a catch—no one will be rehired until the district sheds itself of 267 veteran teachers, either through retirement or attrition, according to a district official.

Many positions may already have been saved by an early-retirement program the district recently initiated to reduce its payroll. But if the price of oil continues to hover at about $12 a barrel, many of the teachers recently let go may not be teaching in a Tulsa classroom for a long time, officials predict.

Like districts throughout the state, the Tulsa system, officials say, is merely trying to protect itself from almost-certain cuts in state education aid due to the precipitous drop in international oil prices, which have severely curtailed revenues in all of the energy-producing states.

"If oil prices stay down and revenues continue to decline, this may just be a starting point," said Jack L. Griffin, the associate superintendent for instruction for the Tulsa schools.

Most of the oil-producing states—including Oklahoma, Louisiana, Montana, New

Continued on Page 40

But in New York, Record Aid Hike Wins Approval

By William Snider

In a year when the entire state leadership faces re-election, the New York State legislature has approved a record increase in support for public education.

Under the terms of the budget package, which Gov. Mario M. Cuomo is expected to sign shortly, nearly $6.6 billion will be provided from the state's general operating fund for public education next year— an increase of $631 million, or 10.6 percent, over this year's budget.

This is the fourth straight year in which state support for education has grown substantially.

The legislature approved more than twice as much new funding for education as

Continued on Page 9

Students' Writing Still 'Incompetent,' Assessment Finds

NAEP Officials Terming Results 'Disappointing'

By Lynn Olson

The majority of American students cannot write prose that successfully informs, persuades, or entertains, and are writing no better than their peers did a decade ago, according to findings released last week by the National Assessment of Educational Progress.

The findings, which NAEP officials described as "disappointing," are based on the writing performance of a nationally representative sample of 9-, 13- , and 17-year-old schoolchildren in 1974, 1979, and 1984.

Although 13- and 17-year-old students made advances over their 1979 performance, the changes primarily regained ground lost in the 1970's, according to NAEP officials.

The results for all three surveys reflect the writing achievement of 95,000 students. They will be published in June in a report titled, "Writing Trends Across the Decade: 1974-1984."

In addition to finding a lack of progress in the writing abilities of students over the 10-year period, NAEP found little narrowing of the gap in writing achievement between advantaged and disadvantaged children. Among minority students, Hispanic 9-year-olds were the only group to show consistent improvement on informative, imaginative, and persuasive writing tasks during the decade.

"What's worse," said Gregory R. Anrig, president of the Educational Testing Service, which administers NAEP, "for advantaged and disadvantaged alike, the proportion of competent writers remained distressingly small."

Only 20 percent of 17-year-olds, for example, were able to do an adequate job of persuasive writing in 1984. Only 38 percent produced a detailed and well-organized informative description. And only 24 percent clearly described an imaginative situation.

"In daily transactions, students might not have much difficulty," said Ina Mullis, associate director of NAEP. "But when you talk about college and a professional work environment, they certainly would."

NAEP, a Congressionally mandated assessment program funded by the Education Department, is the only reguarly conducted national survey of student performance in

Continued on Page 39

Teachers' Work Environment Not 'Supportive,' Poll Confirms

By Lynn Olson

WASHINGTON—The majority of teachers have problems with the resources and working conditions in their schools and want more say in the decisions that affect them and their students, according to a nationwide survey released here last week.

"The Conditions and Resources of Teaching," a survey of nearly 1,800 teachers who belong to the National Education Association, provides some of the first empirical data regarding the classroom conditions that prevent teachers from doing their jobs well, said Samuel B. Bacharach, director of the survey and a professor of organizational behavior at Cornell University.

The 1,800 respondents represent a random sample of the approximately 1.5 million K-12 teachers who belong to the N.E.A.

The $100,000 study was conducted for the N.E.A. by Organizational Analysis and Practice Inc., a research and consulting firm in Ithaca, N.Y., for which Mr. Bacharach is a senior research associate. The survey, which asked teachers to assess their working conditions based on the principles of effective private-sector organizations, was conducted last spring.

Those principles include clear organizational goals and priorities; adequate resources to do the job; communication and cooperation among staff; and involvement of all employees in decisionmaking. All four conditions are sorely lacking in today's schools, said Mr. Bacharach.

"If a supportive culture is important to a profession, and if you compare these data to those for other organizations, then schools are some of the least supportive organizations that I have ever seen in my life," said Mr. Bacharach of the survey findings.

The majority of teachers responding to the survey said they have little chance to participate in the decisionmaking in their schools; that staff-development opportunities are inadequate; and that administrators seldom talk to them about important topics or clarify what is expected of them.

In addition, a substantial minority of teachers reported frequent or constant

Continued on Page 43

Carnegie's Panel on Teaching Will Urge Major Restructuring of Nation's Schools

By Blake Rodman

The Carnegie Task Force on Teaching as a Profession next month will call for radical reforms that would give teachers a greater say in the standards of their profession and revamp the way they are educated, according to a Carnegie official.

"The task force will call for comprehensive reform that redefines what it means to be a teacher," says Marc S. Tucker, executive director of the Carnegie Forum on Education and Economy, in remarks prepared for a meeting of education writers.

The Carnegie Forum created the 14-member panel last May to devise a blueprint for making teaching a true profession. Its conclusions have been eagerly awaited as a signal of how far education opinion-makers are willing to go in advocating change.

"The report will not be a collection of recommendations, but a plan," Mr. Tucker's address says, "a plan for restructuring American education to attain a far higher standard of performance than it has ever reached before."

Mr. Tucker was to make the remarks this week at the annual meeting of the Education Writers Association in Baltimore. The speech discusses at length the general problems in the supply, quality, and working conditions of teachers. The forum estimates

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IN SUMMARY

A Better Emphasis: Better Teaching
The outgoing president of the National Council of Teachers of Mathematics has warned his colleagues that battles between "pure" and "applied" math create a "false dichotomy." **Story on Page 6.**

Focus on Foreign Languages
The first Rockefeller Foundation fellowships awarded to high-school teachers will allow 95 foreign-language instructors to study for eight weeks this summer, in the U.S. or abroad. **Story on Page 7.**

A 'Closer Look' at Secretary's Grants
A Senate panel has learned that only about half of the proposals awarded discretionary grants by Secretary of Education William J. Bennett got top rankings from peer-review panels. **Story on Page 11.**

'Voodoo Demographics'?
The Education Department has sharply lowered its estimate of the number of students "most likely to benefit" from bilingual instruction—and the new figures have drawn fire. **Story on Page 11.**

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"Washington State Leads Nation in Chinese/American Teacher Exchange." Washington State Office of Superintendent of Public Instruction.
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THE WEEK

NATIONAL

No Increase Seen in Drug Use

Drug use by secondary-school students has either held steady or decreased in the past two years, according to 75 percent of the principals responding to a nationwide survey.

The survey, conducted by the National Association of Secondary School Principals, also indicated that weapons possession by students had not increased in most schools.

But principals were more divided on whether students were drinking more on school grounds; 58 percent reported no increase, while 42 percent said drinking was on the rise.

The survey, conducted in February, marked the first time the principals' association had polled its members on what it calls "the traditional non-academic problems of schools." Questionnaires were mailed to 650 of the association's 37,000 members, 361 of whom responded.

Among the survey's other findings: 82 percent of the principals said they opposed federally funded education vouchers; 59 percent said that schools should "inculcate nonsectarian moral and ethical values;" and 65 percent reported that military recruiters had increased their requests for access to students.

N.E.A. Launches 'Operation Rescue' To Prevent Dropouts

The National Education Association has launched a project called "Operation Rescue" to try to help lower the nation's student-dropout rate.

Using $700,000 of some $1.7 million collected from the union's members to build a "war chest" for programs to stem scholastic failures, Operation Rescue will provide direct grants to fund dropout-prevention projects designed and developed at the local level, according to Donna Rhodes, executive director of the N.E.A.'s National Foundation for the Improvement of Education.

The first round of awards will be announced in July and distributed in September.

Ms. Rhodes said her group is examining various dropout programs this month and next through a series of four "information exchanges" around the country. The meetings are bringing together local business, education, and political leaders, and representatives of community-based organizations.

With information from those sessions, Ms. Rhodes said, the N.E.A. plans to publish a "Blueprint for Success," which will synthesize the elements of successful dropout-prevention programs and serve as a guide for local schools, school districts, and communities setting up their own programs.

Scholarships Offered For Prospective Minority Teachers

Responding to reports of a growing need for minority teachers, the Metropolitan Life Foundation has announced that it will award 12 scholarships to prospective teachers enrolled in 17 selected historically black colleges.

The students, who will be named this summer, will be awarded $1,500 to be used for tuition, room and board, laboratory fees, and other educational expenses.

Sibyl Jacobson, president of the Metropolitan Life Foundation, said the scholarships will answer two needs: attracting talented minority youths to the teaching profession, and building the ranks of the profession as a whole.

The program is part of the foundation's $175,000 national Future Teacher Scholarships Program, and will be administered by Citizens' Scholarship Foundation of America Inc., a national nonprofit organization based in St. Peter, Minn.

STATES

California Chief Launches Campaign To Promote Teaching

Superintendent of Public Instruction Bill Honig and other California education leaders this month launched a "public awareness campaign" to encourage high-school and college students to consider careers in teaching.

At a press conference announcing the campaign, dubbed "A Class Act: Be a Teacher," Mr. Honig said the department of education would produce a series of radio and television public-service announcements highlighting exemplary California teachers. In addition, a pamphlet focusing on recent efforts to upgrade teaching in the state will be distributed to high-school and college students as part of the campaign.

The state will need approximately 85,000 new teachers by 1991.

"All of our goals for educational excellence in this state will be in vain without effective teachers to put these ideals into place," Mr. Honig said. "We must work together . . . to develop strategies to recruit potential teachers."

He said those strategies could include establishing "teacher of tomorrow" clubs, developing teacher-training programs for high-school students, creating links between college students and classroom teachers, and using lottery money to provide inservice training and special support for new teachers.

Coalition Drafts Plan To Relieve Teacher Shortage

A coalition of North Carolina educators, business leaders, and politicians has proposed a broad-based plan of scholarships, loans, and incentives to relieve the state's teacher shortage.

The plan, developed by the Public School Forum of North Carolina and unveiled at a news conference in Raleigh last week, drew support from legislative leaders, including Lieut. Gov. Robert B. Jordan 3rd, who said that at least parts of the plan would be considered by the legislature when it meets in June.

The proposal would cost $12.8-million annually when fully implemented in four years. The forum estimated the plan could generate 1,200 new teachers a year.

John N. Dornan, vice president of the forum, said the most significant part of the plan is a proposed teaching-fellows program, which would award $20,000 scholarships to 500 of the state's top high-school seniors. The grants would be treated as loans and forgiven at a rate of 25 percent for each year the student teaches in a North Carolina public school.

Other proposals call for 200 two-year scholarships of $4,000 a year to students completing their sophomore year of college in a subject area where shortages are most acute, such as mathematics, science, and foreign languages, and one-time incentives of $3,000 to recruit former teachers who have been out of teaching for at least three years.

The forum also proposed that grants be provided to as many as 200 teachers a year who agree to return to college to seek certification in a subject area in which there is a teacher shortage.

New Jersey Sets Up Vaccination Centers To Stop Measles

New Jersey officials last week declared a health emergency in seven northern counties and set up inoculation centers to immunize children under age 5 against measles after more than 500 cases of the disease were reported.

All children enrolled in public schools and preschools are required to have measles vaccinations.

The state's epidemiologist, Dr. William E. Parkin, called the measles outbreak the largest epidemic since 1980, when 856 cases were reported and two children died from complications resulting from the disease.

Health emergencies were de-

New York Schools Get Increase

Continued from Page 1

Governor Cuomo had originally requested. *(See Education Week, Jan. 22, 1986.)*

Observers attribute the record size of this year's increase to pressures from Republican leaders in the Senate, who are trying to protect their party's Senate majority in the upcoming fall elections.

State education officials, however, saw the legislature's action as further support for their recent reform efforts.

"The increase is being viewed by school people and legislators as a recognition of the importance of education and as support for the increased standards mandated in the [New York Board of] Regents' action plan," said J. Robert Daggett, executive assistant to the state commissioner of education.

Income Taxes Cut

The budget also includes a $1.1-billion cut in the state's income tax, the second phase of a three-year tax-reform program that is increasing the standard personal deduction and removing lower-income taxpayers from the tax rolls.

The state's revenues have been growing for the past several years due to strong economic growth and greater-than-anticipated proceeds from a real-estate-gains tax enacted in 1983, according to Peter D. Lynch, deputy budget director in the Governor's office.

Revenue estimates for the current budget have been revised upwards, he said, largely because of the success of a recently completed tax-amnesty program and because of falling world oil prices, which reduce the state's operating expenses and stimulate economic growth.

For the more than 700 school districts in the state, the additional revenues translate into an increase of $260 million in operating aid and $86 million in supplemental support aid, which is also distributed through the equalized-funding formula and can be used for operating expenses.

The state's share of local school support will increase next year to 44.5 percent, up from 41.9 percent this year, according to Mr. Daggett.

In an effort to boost starting salaries for teachers, the legislature also appropriated $95.5 million for an "excellence in teaching" program. Districts must apply to participate in the program, and must agree to use 60 percent of the funds to increase salaries for first-, second-, and third-year teachers if the district's average salaries for these teachers are below the state or regional average.

The details of the salary packages will be worked out in local collective-bargaining agreements and must supplement existing contracts.

One-Time Bonuses

New York City school officials, who recently negotiated a new salary package for teachers, may use the $31.1 million they are eligible to receive through the excellence-in-teaching program to grant one-time bonuses, according to a spokesman for the district. The city stands to receive more than $200 million of the total increase in state support for public education.

The legislature also funded a $2-million mentor-teacher program, which will make it possible for new teachers to spend 20 percent of their time with master teachers.

In addition, the lawmakers created several hundred new scholarships and graduate fellowships to entice students to enter teaching in subject areas in which the state is experiencing shortages.

Other appropriations for education programs include:

- $36 million to help low-wealth, high-tax districts meet their operating expenses without raising taxes.
- $15 million for the provision of psychological services, social work, general counseling, and speech therapy.
- $4 million in new funding for teaching and computer centers, raising total support for these programs next year to $10 million.
- $7 million in new funding for magnet schools in urban areas, raising total support to $26 million.
- $1 million for an effort to guarantee jobs for high-school graduates through local compacts between businesses, students, and school districts.
- $1.5 million to provide education services to incarcerated youths.

One-Teacher Schools Disappearing

School year	L.E.A.'s	All schools	One-teacher schools	
			Number	Percent of all schools
1947-48	94,926	172,244	75,096*	43.6
1949-50	83,718	152,767	59,652	39.0
1951-52	71,094	147,509	50,742	34.4
1953-54	63,057	136,512	42,865	31.4
1955-56	54,859	130,473	34,964	26.8
1957-58	47,594	120,953	25,341	21.0
1959-60	40,520	117,637	20,213	17.2
1961-62	35,676	107,260	13,333	12.4
1963-64	31,705	104,015	9,895	9.5
1965-66	26,983	99,813	6,491	6.5
1967-68	22,010	97,890	4,161	4.3
1970-71	17,995	91,152	1,815	2.0
1973-74	16,730	90,976	1,365	1.5
1975-76	16,376	88,572	1,166	1.3
1976-77	16,271	88,022	1,111	1.3
1978-79	16,014	86,486	1,056	1.2
1980-81	15,912	85,431	921	1.1
1982-83	15,554	84,740	798	0.9

*U.S. Department of Education, National Center for Education Statistics, *Digest of Education Statistics, 1983-84*. Washington, D.C., U.S. Government Printing Office, 1984.
Note: Missing years represent data collected on a biennial cycle.
Source: Office of Educational Research and Improvement, U.S. Department of Education.

The one-teacher school has all but vanished, reports the U.S. Education Department. In the 1982-83 school year, they represented less than 1 percent of all public schools.

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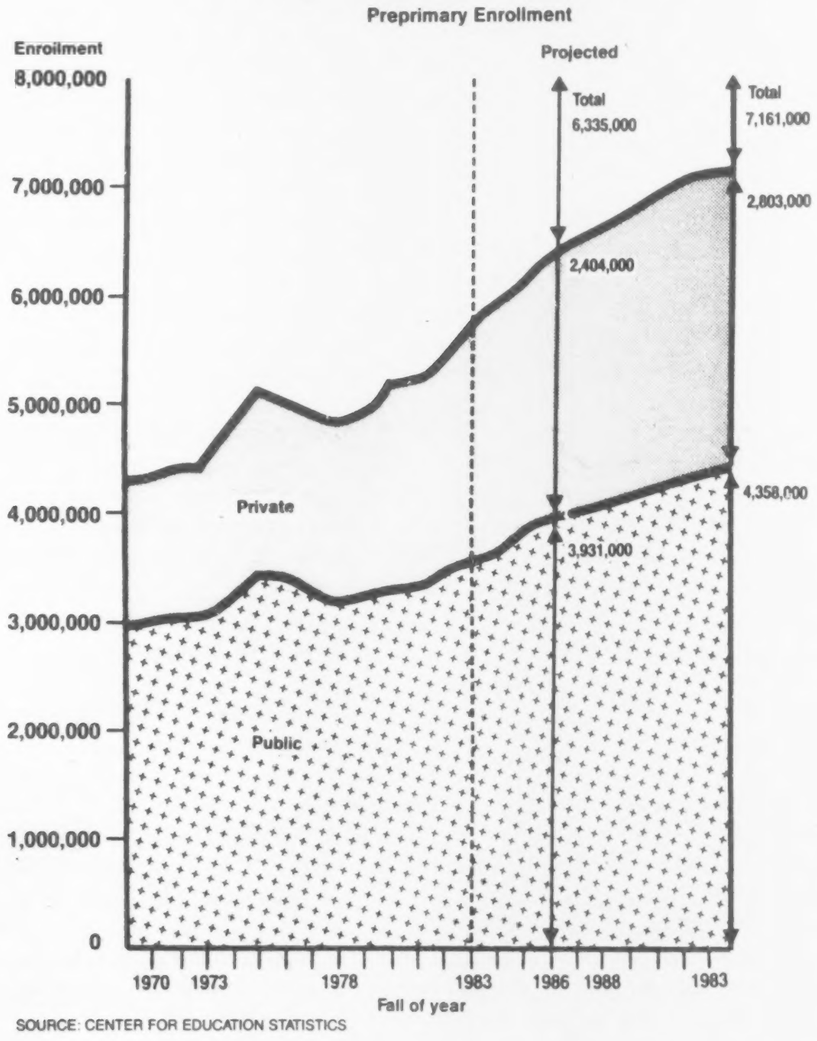
DATABANK

Growth Years Ahead

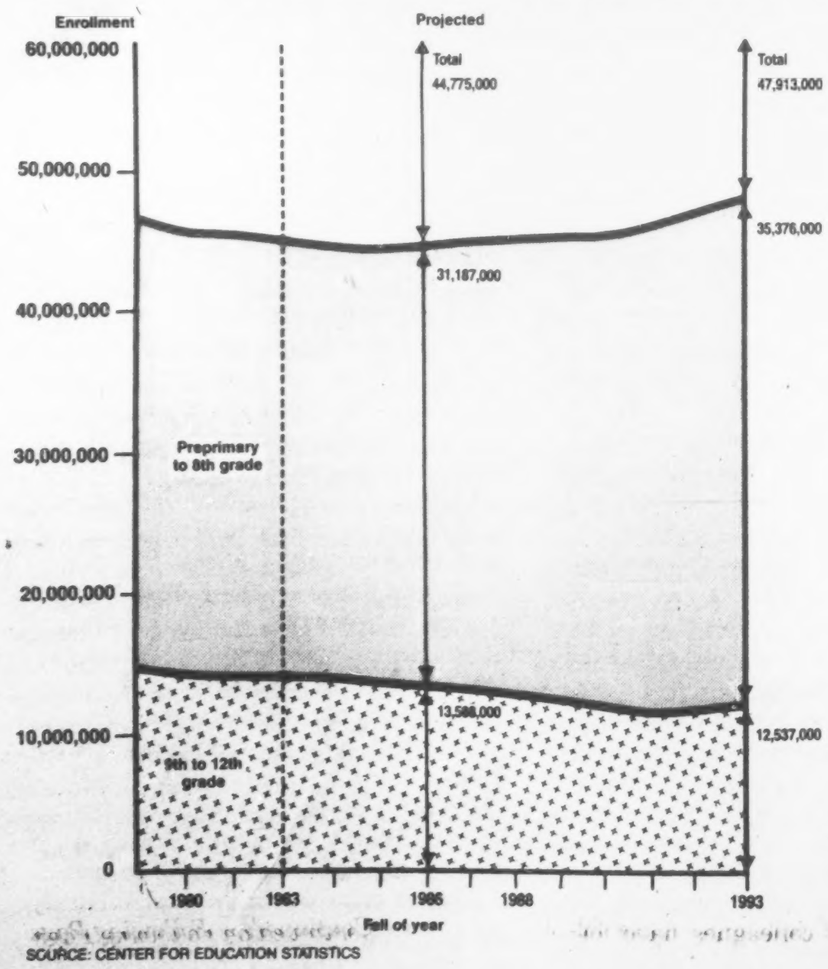
Elementary-school enrollments will begin to climb this year, reversing the declining rates recorded throughout the 1970's and early 1980's. And, because of population growth in both the 3-to-5-year-old and under-3 age groups, this rising trend will continue into the 1990's, producing a 14 percent increase over 1986 enrollments by 1993. Meanwhile, the gap between the supply of elementary-school teachers and classroom demands will grow. An estimated 250,000 additional instructors will be needed between 1986 and 1993.

Preprimary Enrollment Trends By Control of School



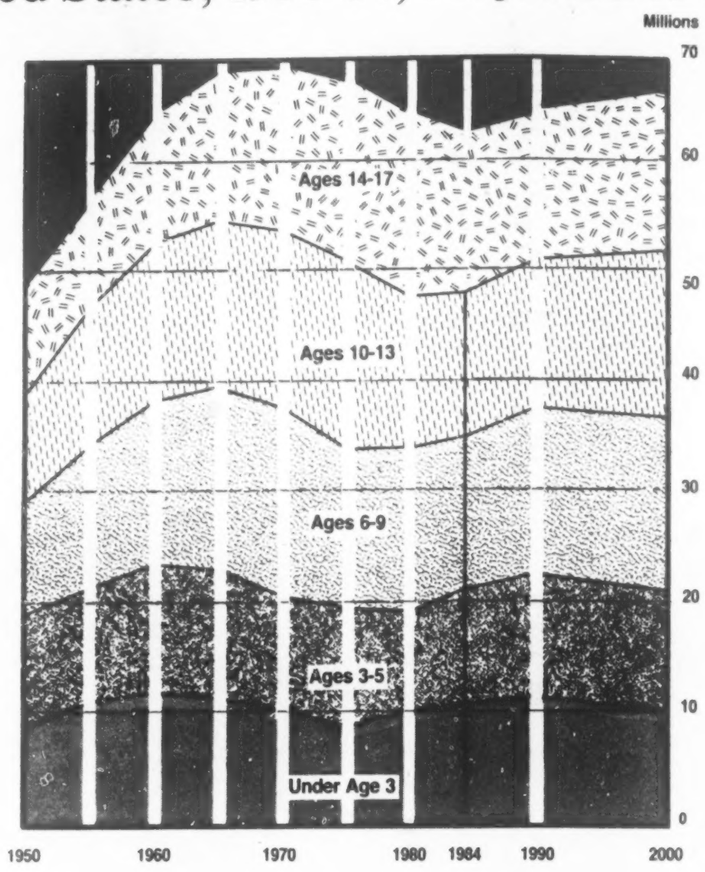
SOURCE: CENTER FOR EDUCATION STATISTICS

Enrollment Trends in Elementary/ Secondary Schools, by Grade Level



SOURCE: CENTER FOR EDUCATION STATISTICS

Number of Children Under Age 18 United States, 1950-84, Projected to 2000



SOURCE: STATISTICAL BULLETIN METROPOLITIAN LIFE INSURANCE COMPANY. FROM VARIOUS REPORTS OF THE BUREAU OF THE CENSUS

Supply-and-Demand Trends in the Teacher Workforce

(Numbers in Thousands)

Fall of Year	Total Teachers: Preprimary to 12th Grade	Total Teachers: Elementary	Total Teachers: Secondary	Public School Teachers: Preprimary to 12th Grade	Public School Teachers: Elementary	Public School Teachers: Secondary	Private School Teachers: Preprimary to 12th Grade	Private School Teachers: Elementary	Private School Teachers: Secondary
1980	2,463	**1,389**	1,074	2,162	**1,177**	985	301	**212**	89
1981	2,430	**1,376**	1,054	2,117	**1,155**	962	313[1]	**221**	92
1982	2,445	**1,401**	1,044	2,120	**1,170**	950	325[1]	**231**	94
1983[2]	2,462	**1,415**	1,047	2,215	**1,175**	950	337	**240**	97
Projected									
1984	2,457	**1,414**	1,043	2,117	**1,171**	946	340	**243**	97
1985	2,467	**1,425**	1,042	2,124	**1,179**	945	343	**246**	97
1986	2,483	**1,448**	1,035	2,135	**1,198**	937	348	**250**	98
1987	2,505	**1,486**	1,019	2,151	**1,227**	924	354	**259**	95
1988	2,517	**1,521**	996	2,162	**1,258**	904	355	**263**	92
1989	2,543	**1,560**	983	2,179	**1,288**	891	364	**272**	92
1990	2,580	**1,603**	977	2,209	**1,321**	888	371	**282**	89
1991	2,630	**1,645**	985	2,253	**1,353**	900	377	**292**	85
1992	2,687	**1,681**	1,006	2,299	**1,379**	920	388	**302**	86
1993	2,737	**1,705**	1,032	2,336	**1,397**	939	401	**308**	93

[1] Estimated.
[2] Preliminary.
NOTE: Details may not add to totals because of rounding.
Source: U.S. Department of Education, National Center for Education Statistics, *Statistics of Public Elementary and Secondary Day Schools*, various years; "Private Elementary and Secondary Education, 1983: Enrollment, Teachers, and Schools," N.C.E.S. Bulletin 85-102b, December 1984; *Projections of Education Statistics to 1992-93*, 1985; and unpublished tabulations (December 1984).

(Numbers in Thousands)

Fall of Year	Total Estimated Teacher Demand	Estimated Demand for Additional Teachers: Total	Public	Private	Elementary	Secondary	Estimated Supply of New Teacher Graduates[1]	New Supply as Percent of Demand for Additional Teachers
1980	2,463	134	110	24	**76**	58	144	107.5
1981	2,430	115	85	30	**71**	44	141	122.6
1982	2,445	161	130	31	**107**	54	143	88.8
1983	2,462	164	132	32	**98**	66	146	89.0
Projected								
1984	2,457	143	120	23	**84**	59	146	102.1
1985	2,467	158	134	24	**96**	62	146	92.4
1986	2,483	165	139	26	**109**	56	144	87.3
1987	2,505	171	144	27	**125**	46	142	83.0
1988	2,517	162	140	22	**124**	38	139	85.8
1989	2,543	177	146	31	**130**	47	139	78.5
1990	2,580	188	160	28	**136**	52	139	73.9
1991	2,630	204	176	28	**138**	66	138	67.6
1992	2,687	215	181	34	**135**	80	137	63.7
1993	2,737	211	175	36	**125**	86	133	63.0

[1] Estimates for 1980 and 1981 are from National Education Association, *Teacher Supply and Demand in Public Schools, 1981-82*, 1983. Other estimates developed by the National Center For Education Statistics.
Source: U.S. Department of Education, National Center for Education Statistics, *Projections of Education Statistics to 1992-93*, 1985, and unpublished tabulations,(January 1985); and National Education Association, *Teacher Supply and Demand in Public Schools, 1981-82*, 1983, copyrighted.